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ABSTRACT

In order to determine the impact of the Veterans Administration (VA) on occupational education, this report examines the VA training programs and the changes that have occurred in them over the years in the larger context of changes in American education. Presented first are brief descriptions of and detailed 1967-1980 enrollment figures for the four training programs administered by the VA (G I Bill, the program for survivors and dependents of veterans, vocational rehabilitation, and the Post-Vietnam era Veterans Educational Assistance Program). Major differences among the three versions of the G I Bill are outlined. Examined next are the following major changes in the VA program structure that make it impossible to fully ascertain the extent of VA support of occupational education: (1) the existence of different enrollment and attendance requirements for college and vocational school students, (2) trends in classifying community colleges into the categories of higher learning or below college level institutions, and (3) the incompleteness of the data base for occupational education. Finally, descriptions are provided of the major available sources of data pertaining to VA administration of occupational education. (MN)

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THE VOCATIONAL EDUCATION STUDY:

REPORT ON VETERANS EDUCATION

The Veterans Administration as Sponsor of Occupational Education

George Arnstein

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The Veterans Administration as Sponsor of Occupational Education

Ever since the enactment of the Smith-Hughes Act of 1917, the federal government has made a massive and deliberate investment in occupational education. More recently, under the Manpower Development and Training Act, succeeded by the Comprehensive Education and Training Act of 1973, there has been another major federal effort in job-oriented training. In addition, there is a massive federally-sponsored educational effort, funded through the Veterans Administration, which is bigger than either Vocational Education or CETA, and which, during Fiscal Year 1980, invested more than $1 billion in the occupational preparation of veterans, certain dependents, and thousands of future veterans still on active duty.

The thrust of the present paper is to explore the dimensions of this massive contribution, primarily under the educational provisions of the GI Bill, to occupational training. It began with the Servicemen's Readjustment Act of 1944 and includes a large, complex and varied series of educational activities administered through the Veterans Administration. The cumulative total VA investment in education, as of September 1980, was $55 billion. Of this, almost half was devoted to occupational education below the baccalaureate level so that the 35-year investment was about $27 billion, and the FY 1980 investment an estimated $1 billion.

While there can be no doubt of the massive nature of the VA investment in occupational education, some of the actual numbers must be treated with some caution for a variety of reasons to be explored in the present paper. As the VA has said, and as various oversight committees have noted, the VA sees itself primarily as an administrative and not as an educational agency or a research organization which evaluates the results of education programs. Further, as so often happens with different programs originating with different Congressional committees (and at different periods), the data for the Vocational Education programs in the Office (Department) of Education differ in scope and definition from those gathered by the Veterans Administration.

Vocational education is defined according to one set of laws;[1] the GI Bills follow different dividing lines,[2] but the fact remains that the federal investment in occupational training, under VA auspices, is and has been bigger than either Vocational Education (ED) or MDTA/CETA (Departments of Labor and the former HEW). There can be arguments as to what fraction of the overall VA educational effort should be allocated to occupational training, but, after reviewing the data and consulting program managers, it is clear that the VA has spent $55 billion cumulatively for education, and an allocation of $27 billion cumulatively, or $1 billion for FY 1980 for occupational training, seems defensible and reasonable.

Having said this, we need to examine the VA training programs in some detail, especially since the programs have changed over the years. There have also been massive changes in the larger context of American education, with special emphasis on the shift to college, the rise of the American junior/community/two-year college, the rise of nontraditional education, and the redefinition of vocational education since its federal beginnings under Smith-Hughes in 1917.

Four Major Programs

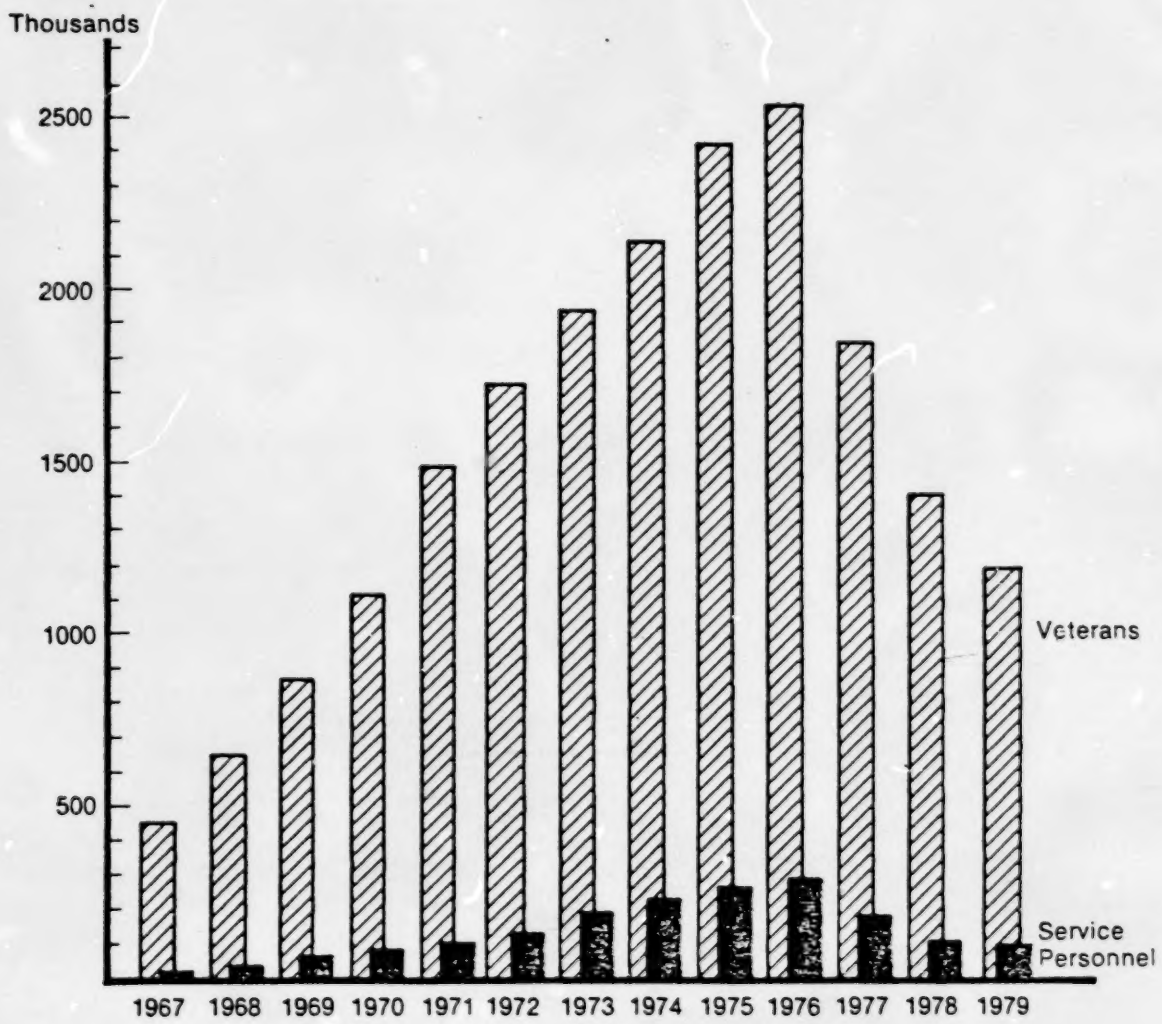
While the so-called GI Bill is the largest VA program by far, there are other VA programs with their own legislative authority for specialized groups of beneficiaries. These programs have certain common elements as well as important differences, not all of which are reflected in the Information Bulletin, Veterans Benefits Under Current Education Programs, published by the VA. Contents of various bulletins differ; IB-40-81-4 is the most recent, May 1981, but it is less comprehensive than IB-04-80-2, March 1980, which includes more historical data.

1. GI Bill. This well-known program is authorized under Chapter 34 of Title 38, U.S. Code. It began as part of the Servicemen's Readjustment Act of 1944, a wartime benefit to help veterans of World War II to readjust to civilian life. It was allowed to expire, only to be reenacted on August 20, 1952 for veterans of the Korean War. On June 1, 1966, it was again reenacted, known at first as the Post-Korean GI Bill, later as the Vietnam Era GI Bill, reflected in Chart 1, page 4.

Source: VA
IB 04-80-2

CHART 1

INDIVIDUALS IN TRAINING FROM FISCAL YEAR 1967[1] TO FISCAL YEAR 1979 FOR ALL TRAINING TYPES VETERANS AND SEPVICE PERSONS



[1]Fiscal Years 1967-1976 ran from July 1, through June 30.
Fiscal Years 1977-1979 ran from October 1, through September 30.
The period July 1, 1976 through September 30, 1976 is not included.

It underwent several changes, including a change in purpose as of 1966 when an explicit new objective was to provide educational incentives to make military service more attractive. Also added in 1966 was a provision for use of the benefits by military personnel on active duty, prior to separation.

During Fiscal Year 1980 there were 1,107,000 trainees under the GI Bill, including almost one-tenth who were still on active duty. Details appear in Table 1, page 6. Participation has peaked because eligibility for this wartime benefit expired on December 31, 1976, although veterans and persons on active duty have as much as ten years to use their education benefits. Legislation passed by both houses of Congress (in different versions) as of June 1981 may extend this so-called delimiting date, but only for training below the college level, i.e., with emphasis on secondary/remedial and occupational training. Absolute termination of the current GI Bill is December 31, 1989.

A rather detailed historical sketch of the GI Bill appeared in GI Course Approvals (1979), prepared by a team at the National Academy of Public Administration under the leadership of Harold Orlans.[3] Also valuable is the so-called ETS Report (September 1973) prepared by James L. Bowman and his colleagues at the Education Testing Service: Educational Assistance to Veterans: A Comparative Study of Three GI Bills.[4] (Both of these independent reports were requested by Congress and were sponsored by the VA.)

Source: VA
IB 04-81-4

TABLE 1

CHAPTER 34
INDIVIDUALS IN TRAINING FROM FISCAL YEAR 1967 TO FISCAL YEAR 1980
By Type of Training

	Fiscal Year 1980	Fiscal Year 1979	Fiscal Year 1978	Fiscal Year 1977	Transition Quarter	Fiscal Year 1976	Fiscal Year 1975	Fiscal Year 1974	Fiscal Year 1973	Fiscal Year 1972	Fiscal Year 1971	Fiscal Year 1970	Fiscal Year 1969	Fiscal Year 1968	Fiscal Year 1967
GRAND TOTAL	1,106,889	1,278,538	1,521,840	1,937,874	1,320,947	2,821,514	2,691,566	2,358,608	2,125,593	1,864,158	1,584,866	1,210,731	925,013	686,919	467,883
College level - Total	842,585	968,433	1,144,900	1,381,103	890,322	1,925,436	1,695,575	1,337,098	1,181,350	1,064,513	917,389	677,240	528,515	413,714	338,785
Graduate	95,402	114,565	137,996	157,067	93,531	198,705	199,778	189,333	181,308	170,359	146,092	122,688	99,314	83,758	73,460
Junior college	427,768	484,789	572,244	712,788	461,946	1,054,492	868,417	586,034	467,272	389,900	321,835	204,060	—	—	—
Other undergraduate	319,415	369,079	434,660	511,248	334,845	672,239	627,380	561,731	532,770	504,254	449,462	350,492	429,201	329,956	265,325
Other schools - Total	190,156	225,838	283,361	444,379	338,049	750,037	804,368	809,603	755,559	637,962	521,873	416,658	330,000	254,576	129,098
Vocational & technical	32,060	36,155	43,753	57,515	46,266	99,451	111,277	120,225	125,757	113,009	96,669	84,040	74,216	72,003	48,787
Other technical school	117,429	136,405	170,274	242,209	228,350	430,941	498,569	519,238	498,308	433,449	340,291	265,226	204,898	157,834	75,590
High school	12,854	17,854	26,251	67,176	33,250	137,941	123,132	104,981	74,859	39,973	28,014	17,185	13,971	9,878	4,721
Flight	21,031	24,906	26,847	46,126	25,324	42,571	44,606	44,710	43,061	42,647	52,827	49,393	36,317	14,741	—
Farm cooperative	6,782	10,518	16,236	31,353	24,859	31,133	26,784	20,449	13,494	8,884	4,072	814	398	120	—
On-job training - Total	74,148	84,267	93,579	112,392	72,576	146,041	191,623	211,907	188,686	161,683	145,604	116,833	66,498	18,629	—
Apprentice	40,385	44,884	48,858	57,865	37,908	71,007	90,189	100,840	96,357	91,052	88,613	76,177	50,221	17,634	—
Other	33,763	39,383	44,721	54,527	34,668	75,034	101,434	111,067	92,329	70,631	56,991	40,656	16,277	995	—
VETERANS - TOTAL	1,017,250	1,174,228	1,406,683	1,752,183	1,205,933	2,535,432	2,424,676	2,128,366	1,936,706	1,724,250	1,479,838	1,123,654	862,645	643,318	443,937
College level - Total	777,472	895,634	1,070,605	1,286,696	847,973	1,803,496	1,599,629	1,276,729	1,141,438	1,035,518	893,941	650,492	513,211	404,137	329,378
Graduate	73,432	89,363	110,740	126,675	76,871	166,596	170,933	167,531	162,487	153,074	133,287	112,163	91,464	78,730	68,807
Junior college	414,531	468,213	557,045	688,302	452,463	1,009,705	832,570	568,045	459,326	387,557	319,[illegible]	203,093	—	—	—
Other undergraduate	289,509	338,058	402,820	471,719	318,639	627,195	596,126	541,153	519,625	494,887	441,042	343,236	421,747	325,407	260,571
Other schools - Total	163,630	194,327	242,499	353,095	283,384	585,895	633,424	639,730	606,382	527,049	440,293	348,329	282,936	222,552	116,559
Vocational & technical	30,292	34,039	40,878	52,339	40,441	90,104	98,756	103,491	103,272	91,003	79,590	68,004	61,431	61,877	44,116
Other technical school	100,341	114,226	140,704	196,318	182,977	370,859	419,081	443,236	423,965	365,942	289,228	221,548	171,138	136,088	67,753
High school	12,645	17,288	24,292	32,895	15,443	37,313	50,448	33,987	29,133	25,250	23,038	16,124	13,452	9,726	4,690
Flight	13,570	18,256	20,389	39,990	21,664	36,486	38,353	38,567	36,718	35,970	44,365	41,839	36,517	14,741	—
Farm cooperative	6,782	10,518	16,236	31,353	24,859	31,133	26,784	20,449	13,494	8,884	4,072	814	398	120	—
On-job training - Total	74,148	84,267	93,579	112,392	72,576	146,041	191,623	211,907	188,686	161,683	145,604	116,833	66,498	18,629	—
Apprentice	40,385	44,884	48,858	57,865	37,908	71,007	90,189	100,840	96,357	91,052	88,613	76,177	50,221	17,634	—
Other	33,763	39,383	44,721	54,527	34,668	75,034	101,434	111,067	92,329	70,631	56,991	40,656	16,277	995	—
SERVICE PERSONNEL - TOTAL	89,639	104,310	115,157	185,691	115,014	286,082	266,890	230,242	188,889	139,908	105,028	87,077	62,368	41,601	21,946
College level - Total	65,113	72,799	74,295	94,407	42,349	121,940	95,946	60,369	39,912	28,448	23,448	18,748	15,304	9,577	9,407
Graduate	21,970	25,202	27,256	30,392	16,660	32,109	28,845	21,802	18,821	17,285	12,805	10,525	7,850	5,028	4,653
Junior college	13,237	16,576	15,199	24,486	9,483	44,787	35,847	17,989	7,946	2,343	2,223	967	—	—	—
Other undergraduate	29,906	31,021	31,840	39,529	16,206	45,044	31,254	20,578	13,145	9,367	8,420	7,256	7,454	4,549	4,754
Other schools - Total	24,526	31,511	40,862	91,284	72,665	164,142	170,944	169,873	148,977	110,913	81,580	68,329	47,064	32,024	12,539
Vocational & technical	1,768	2,116	2,875	5,176	5,825	9,347	12,521	16,734	22,485	22,006	17,079	16,036	12,785	10,126	4,671
Other technical school	17,088	22,179	29,570	45,691	45,373	68,082	79,488	76,002	74,423	67,507	51,063	43,678	33,760	21,746	7,837
High school	209	566	1,959	34,281	17,807	80,628	72,684	70,994	45,726	14,723	4,976	1,061	519	152	31
Flight	5,461	6,650	6,458	6,136	3,660	6,085	6,251	6,143	6,343	6,677	8,462	7,554	—	—	—

Correspondence data are not separately identified in this table as they are elsewhere.

What all three versions of the GI Bill have in common is the great freedom of choice for its students. Typically they are entitled to a generous number of months of training or education, free to select college or apprenticeship or vocational training, just so it is undertaken in approved courses at a wide but not unlimited number of institutions. To make these choices more meaningful, the VA offered veterans, on request, educational counseling and career guidance, an option not always widely known or accepted. By way of focusing the career choices of veterans, they had to select an educational or professional objective which was not intended to be changed easily. In practice, the first change in an objective was granted quite readily; in many cases and through a special provision some second changes also were approved.[5]

Once a veteran enrolled in an approved course, it was up to the school to monitor his progress, to determine whether he made satisfactory progress, and to certify to the VA the fact of his enrollment in a full (or part-time) course so that his monthly benefits could start. The school was paid a modest fee for this service. It also agreed to notify the VA if the student dropped out or failed to make satisfactory progress.

Under this system, which was geared to ease of administration, the VA accumulated Education Master Records which keep track of disbursements but do not readily lend themselves to educational research or evaluation.

2. Survivors and Dependents. Authorized under Chapter 35, this program, quite analogous to the GI Bill, served 13,000 spouses or surviving spouses during FY 1980, as well as 83,000 eligible children. Some details appear in Table 2, page 9. Eligibility typically is related to disability or death of the serviceperson.

3. Vocational Rehabilitation. While the GI Bill is intended for all eligible wartime veterans, Vocational Rehabilitation is authorized under Chapter 31 specifically for those determined to have service-connected disabilities (not necessarily combat or overseas). There were 29,000 such trainees during FY 1980, with education programs individually designed by the trainee and his (her) counselor, thus affording even greater freedom of choice than the GI Bill.

Payment is directly to the trainee for subsistence, plus a payment to the school for tuition and charges (and in addition to whatever disability compensation the veteran may receive, independently of his employment or educational status). This is in contrast to the GI Bill which originally (World War II version) also had a split payment which, with the Korean version, was consolidated into a single, more generous payment requiring the veteran to defray his own expenses.

Source: VA
IB 04-81-4

TABLE 2

PERSONS IN TRAINING DURING FISCAL YEAR BY PROGRAM AND PERIOD OF SERVICE - 1967 TO 1980 [1/] [2/]
(Thousands of Trainees)

Program	FISCAL YEAR														
	1980	1979	1978	1977	Trans. Qtr.	1976	1975	1974	1973	1972	1971	1970	1969	1968	1967
TOTAL - ALL TRAINEES	1,232	1,410	1,660	2,078	1,405	2,951	2,804	2,462	2,223	1,960	1,675	1,288	990	742	518
POST-KOREAN EDUCATIONAL ASSISTANCE PROGRAM - CHAPTER 34															
In training during year - Total	1,107	1,278	1,522	1,938	1,321	2,822	2,692	2,359	2,126	1,864	1,585	1,211	925	687	468
Institutions of higher learning	843	968	1,145	1,381	890	1,925	1,696	1,337	1,181	1,065	917	677	529	414	339
Schools other than college	190	226	283	444	358	750	804	810	756	638	522	417	330	255	129
On-job training	74	84	94	112	73	146	192	212	189	162	146	117	66	19	—
VOCATIONAL REHABILITATION PROGRAM FOR DISABLED VETERANS - CHAPTER 31															
In training during year - Total	29	29	31	33	20	29	25	27	30	32	30	24	19	14	13
Institutions of higher learning	21	22	23	25	15	21	18	20	21	22	20	15	10	6	5
Schools other than college	6	6	6	7	4	6	5	6	7	8	9	8	7	7	7
On-job training	1	1	1	1	1	1	1	2	2	2	2	1	1	1	1
Institutional on-farm training	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Period of service of veteran															
World War II	*	*	*	*	*	*	*	*	*	1	1	1	1	1	1
Korean conflict	*	*	*	*	*	*	*	*	1	1	1	1	1	2	2
P.L. 87-815	27	27	29	32	20	29	24	26	29	30	29	23	17	12	10
Vietnam era	(26)	(27)	(29)	(32)	(19)	(28)	(20)	(22)	(24)	(25)	(23)	(17)	NA	NA	NA
Other	(1)	(1)	(1)	(1)	(1)	(2)	(4)	(4)	(5)	(6)	(6)	(6)	NA	NA	NA
CHILDREN - EDUCATIONAL ASSISTANCE PROGRAM - CHAPTER 35															
In training during year - Total	83	86	88	88	52	81	71	63	58	55	51	45	43	40	37
Institutions of higher learning	76	78	80	80	48	73	65	57	52	49	45	41	38	36	33
Schools other than college	7	7	7	7	4	7	6	6	6	6	5	5	5	4	4
On-job training	1	1	1	*	*	*	*	*	*						
Period of service of deceased or totally disabled veteran															
World War I	1	1	1	1	1	1	1	1	*	*	*	1	1	1	1
World War II	25	29	32	33	20	32	31	30	31	31	30	28	27	25	25
Korean conflict	13	14	14	14	8	12	11	10	10	9	8	8	7	6	6
Other	43	42	42	40	24	35	28	22	16	14	12	9	8	8	5
ELIGIBLE SPOUSES - EDUCATIONAL ASSISTANCE PROGRAM - CHAPTER 35															
In training during year - Total	13	17	19	19	12	19	17	13	11	10	9	7	3	—	—
Institutions of higher learning	11	14	15	15	9	15	12	9	8	6	5	4	1	—	—
Schools other than college	2	3	4	4	2	4	4	4	3	3	3	3	1	—	—
On-job training	*	*	*	*	*	*	*	*	*						
Period of service of deceased or totally disabled veteran															
World War I	*	*	*	*	*	*	*	*	*	*	*	*	*	—	—
World War II	2	4	4	4	3	4	4	3	3	3	3	3	1	—	—
Korean conflict	1	2	2	2	1	2	2	2	1	1	1	1	3/		
Other	10	12	13	13	8	12	10	8	6	5	5	4	1	—	—

1/ Training was provided under chapters 31 and 35 prior to FY 1967, but this table shows only that training which parallels training under chapter 34.

2/ For unrounded Totals for fiscal years 1967 through 1980 see Table 5.

* Less than 500.

NOTE: Columns may not add to Total due to rounding.

The consequences of this shift to a combined payment were massive. Under the GI Bill thousands of trainees shifted to low-tuition or no-tuition schools (as did their nonveteran peers).[6] Veterans eligible for Vocational Rehabilitation also found it sometimes to their own advantage to use the GI Bill rather than Vocational Rehabilitation, allowing them to retain more of their monthly benefit for their personal use. One VA study, based on 1977 data but released in 1979, estimates that four times as many disabled veterans, eligible for Vocational Rehabilitation, may be training under the GI Bill as under the VR provisions.[7]

In terms of preference for college vs. occupational training, the choice may not matter very much since both programs allow veterans great flexibility in selecting their career or educational objectives. Only under the GI Bill are trainees confined to courses <u>approved</u> by the State Approving Agencies. Vocational Rehabilitation began at the end of World War II. Table 3, page 11, shows some details for current and historical distribution in terms of college, vocational or apprenticeship preferences.

4. <u>Veterans Educational Assistance Program, Post-Vietnam</u>. Since this is a contributory program, it is not considered to be a GI Bill, even though it was enacted as a successor to it, as a peacetime educational incentive. Authorized under Chapter 32 (and known as VEAP), it provides for voluntary participation by military personnel who must

TABLE 3
CHAPTER 31
VOCATIONAL REHABILITATION

Veterans Ever Trained by Type of Training and Period of Service
(Through September 1980)

Type of Training	Total All Periods	Vietnam Era & Peacetime*			World War II	Korean Conflict
		Total	Vietnam Era	Peacetime		
TOTAL - ALL TYPES	839,500	141,200	117,600	23,600	621,300	77,000
Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
College	265,600	88,100	77,700	10,400	152,800	24,700
Percent	31.6%	62.4%	66.1%	44.1%	24.6%	32.1%
Other residence schools	231,900	41,200	30,900	10,400	154,200	36,400
Percent	27.6%	29.2%	26.3%	44.1%	24.8%	47.3%
Institutional on-farm	80,300	700	500	200	76,300	3,300
Percent	9.6%	0.5%	0.4%	0.8%	12.3%	4.3%
On-job training	257,200	6,700	5,300	1,400	238,000	12,500
Percent	30.6%	4.7%	4.5%	5.9%	38.3%	16.2%
Unknown	4,500	4,500	3,200	1,300	--	--
Percent	0.5%	3.2%	2.7%	5.5%		

* Includes World War II and Korean conflict veterans who trained after 1972.

Source: VA
IB 04-81-4

authorize a minimum of $25 per month (maximum $100) to be deducted from their pay, placed in escrow without interest, and then matched 2:1 by the Veterans Administration. Fewer than 2,000 persons were training under this new law as of September 1980, as shown in Table 4, below. The program was conceived as a five-year experiment, with the President to

TABLE 4

Source: VA, IB 04-81-4

PERSONS IN TRAINING DURING FISCAL YEAR 1980
Chapter 32 (VEAP)

TOTAL - ALL LEVELS	1,947
College level	1,598
Graduate	(96)
Undergraduate	(738)
Junior college	(764)
Vocational/technical	295
Elementary/secondary	38
Flight	7
Training by correspondence	5

recommend by June 1, 1981 if it was to be continued. On May 30, 1981, President Reagan sent a message to Congress in which he called for a one-year extension. Earlier, in annual reports submitted by the VA and the Department of Defense, certain dissatisfactions with VEAP became clear, including disappointing participation, heavy attrition, and lack of

appeal as a recruiting tool. As pressures increase for the enactment of a peacetime GI Bill (noncontributory), reflected in a variety of pending legislative proposals and the strong backing by the Congressional Armed Forces Committees in 1980, the end of VEAP may safely be predicted.

Through September 1980, VEAP has had only 2,235 trainees since its beginnings in 1977; of these, 1,947 participated during FY 1980. VEAP is not included in Table 5, page 14, which does include all other educational expenditures made by the VA since it began sponsorship of education in 1944.

Differences Among GI Bills

In this short report we cannot and need not cover all of the details of the three versions of the GI Bill, but certain highlights should be mentioned. We have already mentioned the split payment which, since 1951, has been changed into a single payment. While the GI Bill has a very good reputation, it was plagued by a variety of abuses in its early days,[8] as reflected in Congressional hearings, at least one major investigation, a Presidential message, and recommendations for change which were ready just about the time the Korean version was enacted in 1952. Abolition of the split payment was intended to reduce fraud in a very large program, unlike Vocational Rehabilitation, a much smaller program which provided every trainee with an individual counselor whose supervision had the incidental result of reducing fraud.

TABLE 5

ANNUAL EXPENDITURES FOR GI BILL, VOCATIONAL REHABILITATION [1/] AND DEPENDENTS EDUCATIONAL ASSISTANCE PROGRAMS

(In Millions of Dollars)

Fiscal Year	All Programs	GI BILL			Vocational Rehabilitation	Dependents Educational Assistance
		Total	Veterans	Service Personnel		
1966	$ 48.5	--	--	--	$ 17.4	$ 31.0
1967	305.2	$ 251.7	$ 247.9	$ 3.8	19.2	34.3
1968	489.5	428.7	421.6	7.2	22.8	38.0
1969	693.1	622.4	607.5	14.8	30.0	40.8
1970	1,032.5	938.8	911.8	27.0	41.7	51.9
1971	1,651.1	1,521.7	1,485.0	36.7	58.7	70.6
1972	1,954.1	1,812.4	1,764.1	48.3	65.0	76.6
1973	2,685.0	2,513.2	2,450.7	62.5	71.9	99.9
1974	3,189.0	3,005.7	2,917.9	87.9	67.7	115.6
1975	4,401.1	4,164.8	4,058.0	106.7	73.1	163.3
1976	5,300.0	5,028.8	4,900.7	128.2	85.6	185.6
Trans. Qtr.	716.4	667.9	635.7	32.2	20.3	28.2
1977	3,870.1	3,567.2	3,476.3	90.9	100.7	202.2
1978	3,344.0	3,026.9	2,955.9	71.1	100.1	217.0
1979	2,750.4	2,449.9	2,357.5	72.7	96.4	204.1
1980	2,348.7	2,066.6	1,996.8	69.8	88.0	194.1
SUB-TOTAL	$ 34,778.5	$ 32,066.7	$ 31,187.4	$ 859.8	$ 958.6	$ 1,753.2
(Prior to FY 1966)	$ 20,972.5	$ 19,047.4 [2/]	$ 19,047.4 [2/]	--	$ 1,784.7	$ 140.4
TOTAL	$ 55,751.0	$ 51,114.1	$ 50,234.8	$ 859.8	$ 2,743.3	$ 1,893.6

[1/] Detailed data may not add to Totals due to rounding.

[2/] Total expenditures for the World War II ($14,526.1) and Korean conflict ($4,521.4) GI bills.

Source: VA IB 04-81-4

Because of the great freedom of choice, there occurred a remarkable rise in proprietary schools, stimulated by the first wave of federally-supported students, i.e., veterans of World War II.[9] Some of these proprietary schools used salesmen (and a few women) on commission to persuade veterans to enroll while the tuition bill went directly to the VA. Most of these schools were vocational or technical, in keeping with the dominant preference of those early trainees for "blue-collar" training.

The use of State Approving Agencies to approve courses, and to act as a buffer between the schools and the federal program managers, reflects the prohibition against federal control of education. Accreditation was still unknown, certainly underdeveloped below the college level, and there had to be invented a system for quality review of schools and programs. The Korean bill strengthened the SAA system, as described in detail in GI Course Approvals. Conversely, there was a slight limitation in the freedom of choice when Congress sought to reduce frivolity and abuse by excluding bartending courses, dancing lessons and other alleged contributions to personality development.

The basic structure continued intact: Selection of an educational objective and its pursuit through approved courses. Similarly, the rationale of readjustment to civilian life remained alive, as was the idea of a reward for wartime service.

By 1965 enrollments under the GI Bill had disappeared (although dependents, under Chapter 35, continued to be eligible). It was reenacted with two changes already mentioned: use of educational benefits while still on active duty, and use of the GI Bill as a recruitment incentive.[10]

Grand Total: $55 Billion

The VA has calculated a cumulative investment in education and training of $55 billion since World War II, as shown in Table 5, page 14. The total also reflects the inroads made by inflation because the dollars are not deflated. Given the two-tier system, college level vs. nondegree programs, and our definition of occupational education as less than a four-year degree, it should be possible now to extract the nondegree components to arrive at the figures we seek.

In fact, this cannot be done for at least two major reasons. The first is the lack of certain data in VA files; the second is illustrated by the two-year college shift, which follows.

College vs. Noncollege

Under VA rules, the pursuit of a bachelor's degree is a valid educational objective, while in the vocational area a more specific skill or trade had to be specified. In fact, throughout the GI Bill there is a two-tier system which has one set of rules for college students in pursuit of a degree, and another set of rules for Below College Level courses (which has been changed to more recent names which include Noncollege Degree [NCD] or Other Resident Schools [ORS]).

For college students a full load used to be 14 semester hours, just a bit less than the customary 15 or 16 semester hours considered a normal full load in most colleges. By statute,[11] the VA for several years has lowered this to 12 units. The customary assumption was that for each hour (50 minutes) of classroom instruction, a college student will spend two hours at homework or similar relevant activities, or roughly the equivalent of a 40-hour week (which, in turn, has declined to a prevailing 35-hour week).

For vocational objectives, students had to attend classes for at least 25 hours per week, now reduced to 18 hours for accredited courses,[12] if they wanted to be considered full-time. Further, the school had to monitor attendance which emphasized the colloquial name of "clock-hour" instruction, often in a course of study which required only a year to the award of a certificate. Only domestic vocational schools could be approved while veterans could attend several hundred eligible foreign universities.

Trend in Community Colleges

The role of the two-year colleges is of vital importance in any discussion of the GI Bill and also in discussing occupational objectives. Historically there was a debate whether the junior college was an upward extension of high school, especially in the early days when students routinely spoke of attending the 13th and 14th grade. Equally routinely thousands of students thought of the junior college as a stepping stone near home, enroute to a four-year college degree.

In a manner of speaking the debate was resolved in 1965 when the Higher Education Act, a major federal program of student financial aid, explicitly included two-year colleges as part of higher education, even while it gave birth to the broader concept of postsecondary education. About this time the leading association in the field changed its name to the American Association of Community and Junior Colleges by adding the two italicized words. Statistically, the two-year colleges were colleges. Attendance has been increasing, as shown in Charts 2 and 3, page 19. In terms of students, the community colleges served several clienteles; they enrolled transfer students headed for four-year degrees, terminal students (an unfortunate name) for those seeking one- or two-year certificates, and also adults in pursuit of specific courses whether for recreation or personal or professional growth.

Under the GI Bill there was a different kind of bifurcation. While every veteran had to have an occupational or professional objective, those who sought a four-year degree could specify that they wanted a bachelor's degree and those who sought a two-year degree could specify an associate degree. They could be considered full-time students by enrolling in some 14 semester credit hours, later reduced to 12. Vocational students followed a different pattern to be considered full-time: 25 clock hours per week, later reduced to 18, with attendance monitored and certified.

Source: VA
IB 04-80-2

CHART 2
PERCENT OF COLLEGE LEVEL TRAINEES BY TRAINING CATEGORY
FOR FISCAL YEARS' 1970 THROUGH 1979

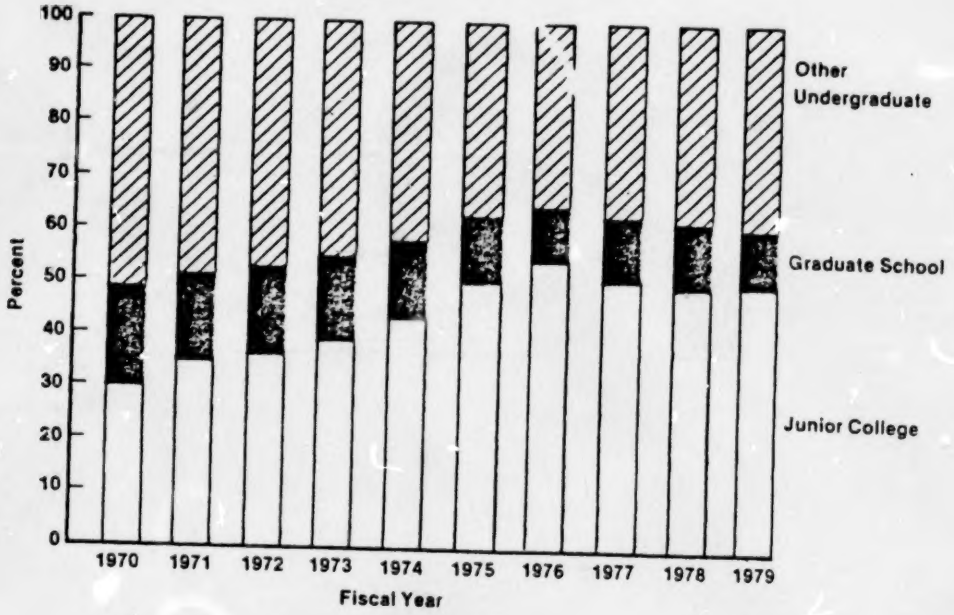
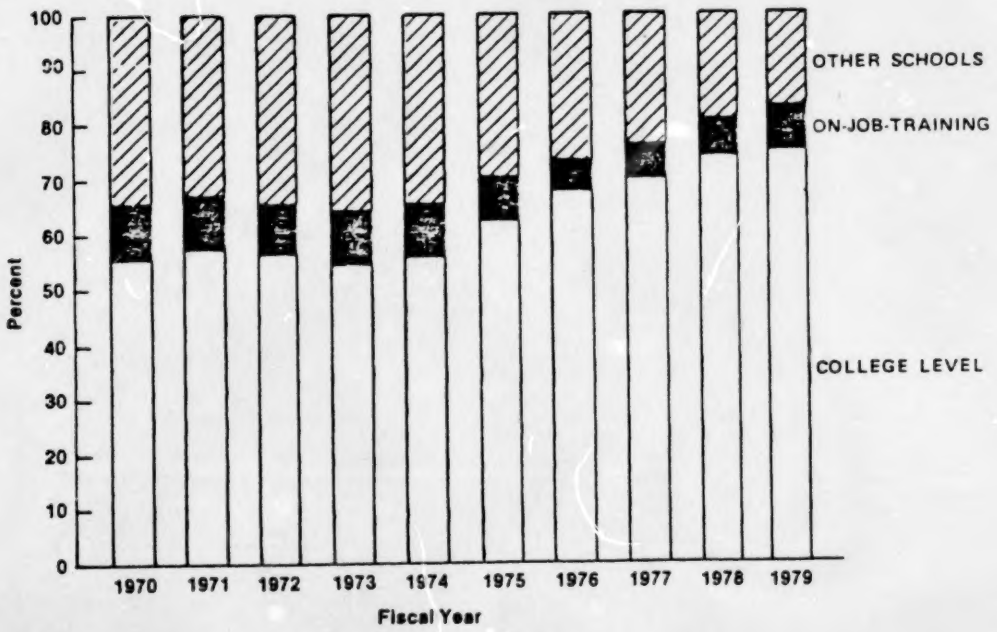


CHART 3
PERCENT OF TOTAL FISCAL YEAR' TRAINEES
BY TYPE OF TRAINING



Based on these and other statutory differences, the Veterans Administration and its affiliated State Approving Agencies divided the world into Institutions of Higher Learning (IHL) and Below College Level institutions (BCL), a name eventually found to be undesirable so that we now have Other Residence Schools (ORS) which still must adhere to clock hours and other differences prescribed by federal statute and regulations.

Over the years the 25-hour (or 18-hour) requirement was found by many students and administrators to be either degrading or pejorative or restrictive, with the result that there was a broad shift of having certain curricula reclassified from vocational (clock-hour) to academic, i.e., leading to a degree such as the two-year associate of arts. Content of the courses often remained the same, and in fact many veterans, ostensibly headed for a two-year degree, decided after a single year that they would settle for a certificate and technically dropped out of the degree program.[14]

The Veterans Administration was displeased with these adaptive arrangements, but that is not central to the present report. What does matter is that the statistics as to what is occupational/vocational education in a two-year college and what is academic training leading to a degree cannot be determined from the existing records.

In terms of educational progress, i.e., learning, this may not be important because a program may well be beneficial even though its records are not very enlightening. Thus, the

enrollment with a degree objective may cause some trainees to look like dropouts if they settle for a certificate of completion, which may well have been their true, unspoken goal.

The VA Education Master Records here are not very helpful because they do not inquire (and cannot record) the reasons for termination. From a recent analysis we know how trainees under the current GI Bill have behaved, although the data will change slightly after allowance is made for some Vietnam era beneficiaries who are still eligible for training. See Table 6.

TABLE 6
Veteran GI Bill Trainees Percent Usage of Entitlement.

U.S. Total	Total	0-25%	26-49%	50-74%	75-99%	100+	2 Months
Total	6,476,421	2,946,363 (45.5)	1,224,151 (18.9)	956,505 (14.8)	717,969 (11.1)	631,033 (9.7)	1,581,933 (24.4)
Peacetime	1,377,482	753,000 (54.7)	229,518 (16.6)	155,202 (11.3)	121,573 (8.8)	118,189 (8.6)	490,620 (35.6)
Vietnam	5,098,939	2,193,363 (43.0)	995,033 (19.5)	801,303 (15.7)	596,396 (11.7)	512,844 (10.1)	1,091,313 (21.4)

Source: RAI Study, 1981, based on VA EMR.

The shift toward enrollments for associate degrees--away from occupational courses--continues to this day, even though Charts 2 and 3 do not disclose it (see page 19).

The lack of reliable data, in turn, calls for a broader discussion of what we know about the educational success of the GI Bill.

Incomplete Data Base

The Veterans Administration can be seen in several perspectives. For our purposes it contains two major empires, know as the Department of Medicine and Surgery, and the Department of Veterans Benefits. DM&S undertakes a variety of educational activities, including staff development and some rehabilitation, but it handles primarily physical, i.e., medical rehabilitation, while collaborating with the DVB for vocational rehabilitation. In terms of occupational training, only DVB is relevant and it, in turn, is primarily an administrative agency, devoted to the efficient and fair distribution of a variety of payments, whether pension, compensation, educational benefits or a housing loan program. Only peripherally is it an educational agency--and this shows in the way it accumulates and organizes its data.

The VA position--that its job is to administer the program and to monitor the flow of federal funds--has been criticized for three decades.[15] A management study by Booz-Allen-Hamilton in 1952 noted:

> "An important and basic part of the vocational rehabilitation and education program has been neglected. There is no real measure of the programs' effectiveness...."

In 1956 the so-called Bradley Commission wrote:

> "...the data gathered relate largely to administrative operations and do not give a basis for gauging needs or for analyzing the effectiveness of the programs."

In 1973, the ETS Report repeated these comments and added:

> "The VA continues to be primarily interested in data on veterans enrollments and exhaustion of entitlement. It does not collect data on completion rates...."

Also mentioned were the recurrent criticism that VA staff lacked "education and experience necessary to qualify them as administrators of an educational program," to use the words of a 1951 House Select Committee, in its review of the World War II program.

Adds the ETS report: In all fairness there is the VA concept of its mission which gives priority to "serving veterans" rather than "purifying statistics." But ETS then suggests that better service and better policies can only come from better data collection and analysis.

Some of these data have improved over the years so that they are much more informative than they used to be. For example, the budget breakdown of educational assistance for FY 1980 is very helpful, even though the data for institutions of higher learning do not identify two-year colleges. (These can be found in the current Information Bulletin which is published by the Controller's office in cooperation with DVB). What is available for 1980 is available in lesser detail for 1975, and still lesser detail for 1970. Further, the Information Bulletin normally deals with numbers of trainees, while the budget figures, not surprisingly deal with dollars. As a result, there are limitations to the way we can calculate occupational expenditures and have to rely heavily on estimates. Table 5, page 14, is one of the few examples of a summary of educational expenditures.

Research Data

The Congressional Budget Office was neither the first nor the last agency to discover that not very much is known about the impact of the GI Bill, widely reputed to be a major landmark in the history of American education. In October 1978 it released Veterans' Educational Benefits: Issues Concerning the GI Bill.

> "The principal difficulty in assessing ... the impact of the GI Bill ... is that there is little information regarding what the situation would be if there were no GI Bill. No study has examined a group of veterans immediately after they left the service and compared that group to a matching sample of non-veterans. Similarly, no study has sought to compare the post-service behavior of veterans who are eligible for the GI Bill with that of non-eligible veterans. Some studies have shown how veterans fare after ending their GI Bill training, but one cannot discern the impact the GI Bill itself had on that training experience." 16

While the statement is still valid today, there are a few recent studies which should be mentioned, although they deal with all aspects of adjustment and readjustment, not specifically with education, and only negligibly with occupational education.

National Survey of Veterans (known as SOV I), published by the Veterans Administration in January 1980, is a mail survey of about 10,000 male veterans as of December 1977. Among its findings are that some 60.2 percent of all white veterans of all periods who took training went to college, while only 36.4 percent of black veterans went to college (and none took flight training).[17]

1979 National Survey of Veterans (known as SOV II), published by the VA in December 1980, is based on almost 10,000 personal interviews with noninstitutionalized male veterans in the Spring of 1979. Among its most relevant findings are the tables showing completion rates based on the recollections of the respondents, and to what extent trainees recalled how they used their training on their first job. Tables 6 and 7 from Appendix G follow with the reminder that they cover veterans of all periods, not just the Vietnam era.[18] In addition, the SOV II data differ sharply from VA Education Master Records, so much so that no meaningful conclusions should be drawn from the SOV II data on participation or completion. Table 6.1 (from SOV II) illustrates the problem.

Legacies of Vietnam: Comparative Adjustment of Veterans and their Peers was released in March 1981, the report of an independent study by Robert Laufer and his colleagues at the Center for Policy Research. It is illuminating as to progress, is a welcome contribution to the research, is relevant to policy development but cannot answer questions as to VA investment in occupational training.[19]

For that matter, two other studies should be mentioned even though they too deal with numbers of trainees, not with investments:

Voucher Funding of Training: A Study of the G.I. Bill by David O'Neill and Sue Goetz Ross (Public Research Institute, October 1976) concludes that "fulltime, continuous, vocational and technical training have a significant impact on earnings."

TABLE 6

COMPLETION RATES FOR VETERANS USING VA ASSISTED TRAINING BY VARIOUS CATEGORIES

	Number in Category ('000's)	Percent [1/] Completed
Race		
White	10,457	66.0
Black	998	51.0
Other	164	71.6
Period of Service		
Vietnam era	4,006	58.8
Korean conflict	2,135	60.7
World War II	4,617	71.6
Peacetime post-Korean	799	66.9
Last Type of Training		
College level	6,085	62.5
High school	263	50.3
Flight school	245	77.4
Other school	2,166	63.7
Correspondence	832	62.7
Apprentice	567	71.3
On-the-job	901	74.8
Farm training	533	76.0
Disability Status		
Disabled	2,293	59.0
Non-Disabled	9,325	66.3
VA Service-Connected Compensation Status		
VA compensation	1,446	67.72
No VA compensation	10,173	64.5

[1/] Does not include those still in training.

Reproduced from VA, SOV II, APpendix G

TABLE 7

DEGREE TO WHICH TRAINING MATCHED FIRST JOB OBTAINED DURING OR AFTER TRAINING 1/ BY LAST TYPE OF TRAINING USED

	Field of Training	Substantial Use	Some Use	Total Numbers
College level	56.6	35.3	8.0	2,293
High school	0.0*	67.8*	32.2	37
Flight school	34.1*	51.1*	14.8*	47
Other school	63.1	31.4	5.5	428
Correspondence	40.0	50.2	9.8	258
Apprentice	83.5	12.2	4.3	219
On-the-job	86.7	13.3	0.0	235
Farm training	75.2*	24.8*	0.0	15
TOTAL	59.0	33.6	7.4	3,533

1/ Based on responses to item 81D.

* Standard error greater than 10 percent.

Reproduced from VA, SOV II, Appendix G

Table 6.1
Number of Trainees for Three GI Bills
and Vocational Rehabilitation Program
(In Thousands)

	SOV-II Estimate	VA ** Records	Percent Survey to Records	Estimated *** Survival Rate
GI Bills				
World War II	4,463	7,800	57.2	78.0
Korean conflict	1,808	2,391	75.6	81.6
Post-Korean conflict	5,496	6,665	82.5	88.6
Peacetime post-Korean	(765)	(1,398)	(54.7)	(88.0)
Vietnam era	(4,703)	(5,267)	(89.3)	(89.9)
TOTAL	12,100	16,856	71.8	83.5
Vocational Rehabilitation				
World War II	136	621	21.9	[illegible].0
Korean conflict	25	77	32.1	81.6
Post-Korean conflict	126	129	97.7	88.6
Peacetime post-Korean	(28)	(24)	(119.8)	(88.0)
Vietnam era	(98)	(105)	(93.3)	(89.9)
TOTAL	341	827	41.2	83.5

** As of April 1979 (include women veterans).

*** Based on estimated deaths up to September 30, 1978.

The underestimates for the Vocational Rehabilitation program are substantial for World War II veterans and Korean conflict veterans. Additional sources of error for those veterans include: a lack of stratification by combined degree of disability; possible undersampling of certain groups such as the homebound; the nonsampling of institutionalized veterans; and the use of the same death rate for disabled veterans and veterans overall.

Reproduced from VA, SOV II

That's the conclusion of the CBO which describes it as the "only study that compares the earnings of participants and nonparticipants matched by personal characteristics and work histories...."[20] The O'Neill-Ross study, not as widely known as it should be, contains strong indications that the GI Bill has a favorable economic impact, that the VA investment in resident vocational instruction pays off.

O'Neill, reporting his findings in the Journal of Higher Education,[21] concludes "... that vocational-technical training taken under the GI Bill raises the earning capacity by more than does similar training under the more traditional MDTA and CETA programs...." He attributes this to reliance on the market mechanism, permitted to prevail for veterans, vs. the placement/assignment into training sequences by public officials under MDTA/CETA.

Two other observations by O'Neill should be mentioned: Proprietary schools appear to be doing a good job in helping disadvantaged young men with career-adjustment problems. And he considers VA's elaborate anti-fraud system to be an important element.

In this latter observation he may be making the same point cited above (p. 13) in connection with the VA's vocational rehabilitation program where the assignment of individual counselors has the side effects of reducing abuse and of focusing the educational goal and progress of the trainees.

The Utilization of Educational Entitlements by Veterans of the Post-Korean Conflict and Vietnam Era was prepared by Research Applications Inc. in Rockville, Maryland, and released by HVAC and SVAC as Committee prints in 1981.[22] The study deals with numbers of trainees, not dollars, extracted from VA educational master records. It is informative about participation rates, completion of courses of study, but contains little financial information. It also permits one of the few insights as to the distribution of degrees and certificates among veterans. Table ~~B-49~~ 8 from the Utilization Study follows. The numbers are extrapolated from a sample of almost 10,000 personal interviews:

TABLE 8

Number of veterans in each branch of service who earned degrees, licenses, or certificates (in thousands).

BRANCH OF SERVICE	ALL COLLEGE TRAINEES					ALL OTHER TRAINEES					
	ASSOCIATE DEGREE	BACHELORS DEGREE	GRADUATE DEGREE	OTHER DEGREE	NO DEGREE	H.S. DIPLOMA OR GED	LICENSE	CERTIFICATE	OTHER	NONE	TOTAL
ARMY	219 (12.2)	358 (19.9)	211 (11.8)	57 (3.2)	151 (8.4)	34 (1.9)	69 (3.9)	415 (23.2)	69 (3.8)	209 (11.7)	1,789
NAVY	107 (14.0)	154 (20.1)	52 (6.8)	18 (2.4)	86 (11.2)	12 (1.6)	41 (5.3)	180 (23.5)	28 (3.7)	87 (11.4)	765
AIR FORCE	115 (13.6)	197 (23.3)	96 (11.3)	27 (3.2)	87 (10.3)	8 (.9)	48 (5.7)	152 (18.0)	29 (3.4)	87 (10.3)	846
MARINE CORPS	29 (10.5)	70 (25.4)	23 (8.3)	12 (4.3)	11 (4.0)	9 (3.2)	3 (1.1)	80 (29.0)	6 (2.2)	33 (11.9)	276
COAST GUARD	10 (18.5)	15 (27.8)	6 (11.1)	0 -	0 -	0 -	8 (14.8)	15 (27.8)	0 -	0 -	54
TOTAL	479 (12.8)	792 (21.2)	388 (7.7)	114 (3.1)	335 (8.9)	63 (1.7)	169 (4.5)	841 (22.6)	132 (13.5)	416 (11.1)	3,730

Source: RAI, based on SOV II data tapes, supplied by VA.

Long-Term Trends

Veterans generally participated in the American trend away from vocational training into college, and for many more young persons to go to college. Data collected by the VA are segmented, reflecting the lack of continuity in the three successive versions of the GI Bill, and the other programs, such as vocational rehabilitation and the new and very small VEAP.

Between 1945 and 1980, participation rates increased, i.e., rising percentages of veterans used their educational benefits with the most recent rate at 65.3 percent. Participation has always contained some troublesome aspects in that the VA data do not allow a differentiation between the newly discharged veteran who went to school for a month (until he received a job offer) and the one who completed a much longer course of study; the data merely show that he participated.

Within these participation rates, a shift from vocational education to college clearly emerges. After World War II, only 14.4 percent went to college; for the Korean period the figure rose to 22.0 percent; post-Korea (1955-1964) was 24.2 percent, and the Vietnam era veterans reached almost 40 percent. Table 1 permits a continuation of the trend for the years 1967-1980, calculated in Column A of Table 9, next page.

The rise of Junior College (two-year college enrollments also can be calculated from Table 1, and is shown in Columns B and C of Table 6, as a percentage of all college enrollments.

Conversely, occupational trainees declined, as shown in Column D, based on calculations which combine "Other Schools" and on-the-job training totals as a share of the total number of trainees.

Finally, the VA collects data o.. a narrow classification of "Vocational-Technical" which is reflected in Column E as a percentage of all trainees, and also shows a decline.

Added to the table are recent data for the Vocational Rehabilitation program, which is much smaller than the GI Bill, and also for the new contributory VEAP, which has only about 2,000 participants in training to date.

TABLE 8. TRENDS IN VETERANS EDUCATION, 1967-1980[a/]

FY	A College % of Total	B Jr. College % of College	C Jr. College % of Total	D Occupational % of Total	E Voc-Tech % of Tota
1967	72	--	--	--	--
1968	60	--	--	39	10
1969	57	--	--	42	8
1970	55	30	16	44	6
1971	57	35	20	42	6
1972	57	36	20	42	6
1973	55	39	21	44	5
1974	56	43	24	43	5
1975	62	51	32	37	4
1976	68	54	37	31	3
1977	71	51	36	28	2
1978	75	49	37	24	2
1979	75	50	37	24	2
1980	76	50	38	23	2
CUMULATIVE VEAP[b/]	82	47	39	--	15
VOC REHAB[c/]					
1979	73	32	25	--	17
1980	74	34	25	--	17

a/ See Table 1. 1967 N = 468K; 1980 N = 1.1M.
b/ See Table 3. N = 1947.
c/ See Table 4. N = about 30K.

Other Problems

As mentioned above, the GI Bill has changed over the decades even though its basic thrust has remained the same. Nevertheless there have been major changes in the social context as well as in methodology. In the words of SOV II, where there are major discrepancies between the Educational Master Records and survey findings:

> "Of course it is also possible that some of the difference may lie in the VA training records for World War II and the Korean conflict veterans. Our data collection methodologies were not so sophisticated then as now." 23

As for the changing context, the ETS Report (1973) suggested that there had been such sweeping changes that no meaningful comparisons should be made among the three GI Bills. By way of illustration, it mentioned that there had been no federal aid to students during and immediately after World War II, that the GI Bill was a new, visible and generous program. With the enactment of the National Defense Education Act and the Higher Education Act of 1965, there were student loans, forgiveness features, assistance to the health professions, Basic Grants, Supplementary Grants. The GI Bill, while still generous, was no longer a lone eminence. In addition, Social Security originally was for older people and only later were the benefits for students added (and are now scheduled for repeal).

Similarly there has been a change in the definition and concept of vocational education. It began with federal spon-

sorship under Smith-Hughes in 1917 and has now been expanded revised and shifted heavily into the post-secondary world. In terms of longitudinal studies and consistent series of data, this must be considered a disadvantage, no matter how much it may be an improvement in educatio.al terms.

What can be documented, with reasonable certainty, is the shift from what used to be considered blue-collar occupations and training into college-type enrollments, including the stimulation of the two-year associate degree.

Training and Job Placement

The GI Bill and the Veterans Administration have an enviable reputation in furthering the education and training of veterans. With a view to making the training more effective, the Congress in 1974 added the so-called 50 percent placement provision, i.e., occupational schools (nondegree) must take a survey of their graduates (excluding dropouts) and must demonstrate that 50 percent or more have found a job related to their training.[24] As in so many other matters, the GI Bill and the attempt to achieve a measure of accountability led the way, with the Federal Trade Commission seeking to achieve similar requirements through a proposed Trade Rule Regulation.

The actual record of the 50 percent placement surveys is checkered, as documented in two VA studies. First, there was the 1975 survey, sent to Congress in August 1976 as the

Occupational Graduate Employment Report. It was reprinted in a later document, Report of the Fifty Percent Survey: Veterans, Training and Jobs, July 1978,[25] from which we reproduce Table 10 (p. 36) which shows--not surprisingly, that among the respondents there are relatively high placement rates.

In fact, the survey is vulnerable to criticism because of its focus on graduates, its various exclusions, the self-classification of graduates, the failure to distinguish between full-time and part-time employment--all of which help to explain why the VA would prefer to abandon it or at least to have it modified. For purposes of research, the report helps to recall that enrollment in a course is not the same as completion, that completion does not readily lead to job placement, that the massive investment made by the VA in the education and training of veterans is a widely hailed accomplishment with results which can only be estimated.

For occupational training, to date, it is about $27 billion, and the cost in FY 1980 was about $1 billion or more.

Number of Trainees

Of the more than 1 million veterans in training during FY 1980, almost certainly more than half were in occupational programs, even though the raw data in Table 1 show that 76 percent were in college. Within this category, however, there are more than half who were enrolled in two-year colleges where again more than half are estimated to be pursuing

TABLE 8 10

Distribution of Courses by Percent of Graduates Employed in the Same or Closely Related Type of Work by Category of Course

Percent of Graduates Employed in Same or Closely Related Type of Work

Category of Course	Less than 10%	10-19	20-29	30-39	40-44	45-49	50-54	55-59	60-69	70-79	80-89	90-99	100%	Total	Mean	Median
GRAND TOTAL	1.0%	0.2%	0.4%	0.6%	0.4%	0.2%	4.3%	1.8%	8.0%	8.9%	14.0%	11.2%	49.0%	100.0%	87.0%	99.1%
Air Conditioning	0.5	0.5	0.5	-	0.7	-	4.4	3.0	15.4	14.0	20.6	10.4	30.0	100.0	82.2	85.4
Business & Commerce	1.1	0.1	0.3	0.7	0.4	0.2	3.7	2.1	8.1	9.5	14.8	12.5	46.5	100.0	86.8	97.2
Computer Technology	1.4	0.7	0.5	1.4	1.0	0.3	7.3	4.9	12.2	12.8	19.3	12.2	26.0	100.0	79.0	83.9
Construction Trades	1.7	0.3	1.2	1.5	0.8	0.2	8.5	2.2	9.3	10.8	16.2	8.9	38.4	100.0	81.2	88.3
Drafting	1.6	-	1.2	0.5	0.8	0.3	4.8	2.2	10.9	8.8	17.4	8.8	42.7	100.0	84.0	91.7
Electrical	1.1	0.4	0.2	1.6	0.7	0.2	5.3	2.9	11.5	10.7	15.6	12.2	38.7	100.0	82.9	89.8
Electronics	1.3	-	0.8	0.4	0.3	0.2	5.3	3.2	13.4	12.1	19.4	12.8	30.8	100.0	82.1	86.7
Flight Training	0.9	-	1/	0.2	0.2	1/	5.0	0.8	6.9	8.8	8.8	2.6	68.0	100.0	90.3	100.0
Health Services	0.4	1/	1/	0.2	1/	0.2	1.2	0.8	3.4	5.5	11.0	21.0	56.3	100.0	93.1	100.0
Heavy Equip Operator	-	-	0.9	-	0.9	1.7	6.0	6.8	16.2	14.5	22.2	14.5	16.3	100.0	78.4	81.3
Mechanics & Repair	1.3	0.1	0.9	1.3	0.6	0.2	6.1	2.8	10.3	12.8	18.4	11.3	33.9	100.0	81.9	87.4
Metal Workers	1.0	0.3	0.6	0.4	0.4	0.1	4.9	2.2	9.7	10.7	16.8	12.1	40.8	100.0	85.0	92.4
Protective Services	0.4	0.4	0.4	0.8	-	-	3.4	0.8	3.0	5.5	13.2	12.7	59.4	100.0	91.3	100.0
Sales	1.1	0.4	0.7	1.4	0.7	-	3.2	2.8	8.1	11.0	18.4	16.9	35.3	100.0	84.9	91.4
Service Occupations	0.5	0.2	0.3	0.4	0.3	0.1	2.4	1.0	5.2	5.8	10.8	15.4	57.6	100.0	91.2	100.0
All Others	1.4	0.2	0.8	0.8	0.6	0.3	4.5	1.5	7.9	9.4	15.4	11.7	45.5	100.0	85.7	96.1

1/ Less than 0.05%

Source: VA 1975 Survey (50% employment criterion).

occupational goals even though nominally enrolled in academic programs. Further, of all two-year college students, only a minority transfer to four-year colleges and complete the requirements for a bachelor's degree. Since our definition of occupational education includes everything culminating in less than a four-year degree, we estimate that at least half of all VA educational expenses, and at least half of all trainees, should be counted as occupational trainees.

The figures, derived from Table 1, page 5, include all on-the-job trainees (74,000), all 190,000 trainees in "other schools," and more than half of the 428,000 students in two-year colleges, for a minimum total of 484,000 out of 1.1 million students under the GI Bill. The distribution for the much smaller Vocational Rehabilitation program is comparable and VEAP is too small to affect the totals, as shown in Table 6, page 33.

FOOTNOTES

1. Cf. A Compilation of Federal Education Laws, Vol. IV (March 1981), House Committee on Education and Labor, and the earlier version, June 1977, which includes the original Smith-Hughes Act.

2. Basic authority is Veterans Benefits, Title 38 U.S. Code, Joint Committee Print No. 1, House and Senate Committees on Veterans Affairs (January 25, 1981).

3. Published by the House (Committee Print No. 48) and Senate (Committee Print No. 16) Committees on Veterans Affairs, October 18, 1979 (96th Cong., 1st Sess.).

4. Senate Committee on Veterans Affairs, Print No. 18, September 20, 1973. Also HCVA Print No. 81, September 19, 1973 (93rd Cong., 1st Sess.).

5. 38 USC 1791, Change of Program.

6. ETS Report, p. 38, based on OE/NCES and VA data.

7. Veterans Administration, Office of Controller, Disabled Veterans of the Vietnam Era, Education and Training Under the GI Bill and the Vocational Rehabilitation Program, May 1979.

8. Cf. GI Course Approvals, pp. 10-16.

9. Op. cit., p. 8.

10. 38 USC 1651, Purpose.

11. 38 USC 1788, Measurement of Courses.

12. Ibid.

13. 38 USC 1788 also mentions exceptions.

14. For a legislative change proposed by the VA and the justification, see p. 50 in House Committee Print No. 147 (HCVA, July 22, 1978): Report on the Fifty Percent Survey: Veterans, Training, and Jobs.

15. ETS Report, p. 253.

16. CBO, op. cit., p. 12.

17. VA, SOV I, p. 45.

18. VA, SOV II, loc. cit.

19. HCVA, Committee Print No. 14, March 19, 1981.

20. Page 19.

21. Dave M. O'Neill, "Voucher Funding of Training Programs: Evidence from the GI Bill," JHE XII, Fall 1977, 425-45.

22. HCVA, Committee Print No. 19, April 1, 1981.

23. Page 50.

24. PL 93-508, amended 38 USC 1673(A) and 1723(A)2.

25. HCVA, Committee Print No. 147, July 22, 1978.